



City of Richmond
Housing & Community
Development

PROPOSAL FOR USEPA'S COMMUNITY-WIDE BROWNFIELDS
COALITION ASSESSMENT GRANT
RFP NO. EPA-OLEM-OBLR-18-06 / CFDA NO. 66.818

Section IV.D. – Narrative Information Sheet
January 31, 2019

1. **Applicant Identification**

City of Richmond, Virginia
Department of Housing & Community Development
Main Street Station
1500 East Main Street, Suite 400
Richmond, VA 23219

2. **Funding Requested**

a. **Assessment Grant Type:** Coalition

b. **Federal Funds Requested:**

i. \$600,000

ii. N/A – Not Site-Specific

c. **Contamination:**

Hazardous Substances	– \$360,000
Petroleum	– \$240,000

3. **Location:**

City of Richmond, VA
Henrico County, VA

4. **Property Information for Site-Specific Proposals:** N/A

5. Contacts

a. Project Director

Christopher Yenson, Project Development Manager
Department of Housing & Community Development
Main Street Station, 1500 East Main Street, Suite 400
Richmond, VA 23219
Phone: (804) 646-6372
Email: Christopher.Yenson@richmondgov.com

b. Chief Executive/Highest Ranking Elected Official

Hon. Levar Stoney, Mayor
Richmond City Hall, 900 East Broad Street, Suite 201
Richmond, VA 23219
Phone: (804) 646-7970
Email: RVAMayor@richmondgov.com

6. Population

US Census Bureau, 2013-2017 ACS 5-Year Estimates:

City of Richmond: 220,892
Henrico County: 324,073

7. Other Factors Checklist

Other Factors	Page #
Community population is 10,000 or less.	N/A
The applicant is, or will assist, a federally recognized Indian tribe or United States territory.	N/A
The priority brownfield site(s) is impacted by mine-scarred land.	N/A
The priority sites are adjacent to a body of water.	N/A
The priority sites are in a federally designated flood plain.	N/A
The redevelopment of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy; or any energy efficiency improvement projects.	N/A
30% or more of the overall project budget will be spent on eligible reuse planning activities for priority brownfield sites within the target area.	8 & 9

8. Letter from the State or Tribal Environmental Authority: Attached



COMMONWEALTH of VIRGINIA

DEPARTMENT OF ENVIRONMENTAL QUALITY

Street address: 1111 E. Main Street, Suite 1400, Richmond, Virginia 23219

Mailing address: P.O. Box 1105, Richmond, Virginia 23218

www.deq.virginia.gov

Matthew J. Strickler
Secretary of Natural Resources

David K. Paylor
Director

(804) 698-4000
1-800-592-5482

January 17, 2019

Christopher Yenson, Project Development Manager
City of Richmond, Department of Housing & Community Development
Main Street Station
1500 East Main Street, Suite 400
Richmond, VA 23219

Subject: Acknowledgement and Support
FY 2019 Brownfields Assessment Grant Proposal
Community Wide Hazardous and Petroleum Assessment Grant
EPA-OLEM-OBLR-18-06

Dear Mr. Yenson:

The Virginia Department of Environmental Quality (DEQ) is in receipt of your request for support to the above referenced brownfields grant application. The request will be for a community-wide EPA Brownfields Assessment grant for the a coalition comprised on the City of Richmond, Henrico County, and project:Homes. DEQ is pleased to add our support for the subject EPA grant proposal and has been working closely with the City of Richmond to promote redevelopment of brownfields.

It is our understanding that the target area for this coalition includes several neglected and impoverished areas of the City that are in need of Brownfields assistance. The focus on industrial and commercial redevelopment along with affordable housing makes this an exciting opportunity to truly transform multiple neighborhoods across the greater Richmond area. Through previous efforts including work with DEQ and the TAB NJIT the coalition has already identified a wealth of potential sites.

The DEQ Brownfields Program is pleased to provide our support for this grant proposal and feels that if successful the grant funds would play a vital role in the revitalization in greater Richmond in areas of the most significant need. It is our sincere hope that the subject proposal will be successful and I look forward to continuing to work with your staff. If I can be of further assistance please don't hesitate to call me at (804) 698-4064.

FY 2019 Brownfields Assessment Grant Proposal
Community Wide Hazardous and Petroleum Assessment Grant
EPA-OLEM-OBLR-18-06
January 17, 2019

Sincerely,



Vincent A. Maiden, CPG
Brownfields Program Coordinator

cc: Jason Miller – DEQ-PRO
Meade Anderson – DEQ- CO
Lori Kroll – Draper Aden Associates

**City of Richmond, Virginia on Behalf of
A Coalition of City of Richmond, Henrico County, and project:HOMES
PROPOSAL FOR USEPA'S COMMUNITY-WIDE BROWNFIELDS ASSESSMENT GRANT
RFP NO. EPA-OLEM-OBLR-18-06 / CFDA NO. 66.818
Section IV.E. – Narrative Proposal / Ranking Criteria
January 31, 2019**

1. PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION

1.a.i. Background and Description of Target Areas: The **City of Richmond (City)**, **Henrico County (Henrico or HC)**, and **project:HOMES (p:H)**, a 501(c)3 organization focusing on safe, affordable housing in Central Virginia, are collectively hereinafter referred to as **Richmond** or **Coalition**. The City of Richmond is the capital of Virginia and among America's oldest cities. Originally incorporated as the county seat of HC in 1742, it has been considered an independent city since 1871. HC, organized as Henrico Shire in 1634, is one of the oldest counties in the US. Bounded by the Chickahominy River on the north and the James River and Richmond on the south, present-day HC wraps around three sides of the City, adjoining on the west, north, and east. Like many large metropolitan areas, the region is subject to challenges of sustainable economic growth, coupled with the need for controlled physical growth. Smart reuse of existing industrial and commercial brownfields sites and infill development will have tremendous impacts for area residents who seek economic stability, housing affordability, maintenance of public services, and continued enjoyment of the rich cultural, historic and natural resources surrounding them.

The City's key target area in its southeast quadrant is bordered by the James River (north and east), Hopkins Road (west), and Walmsley Boulevard at the City's corporate limits (south) and includes the Jefferson Davis Highway (JDH) and Commerce Road corridors. Known as **Southside**, this area has suffered the ills of post industrialization with the collapse of manufacturing beginning in the mid-1970s when most industry, primarily tobacco and paper production, left the area, taking with it jobs and businesses that once served the workforce and residents. Overall decline and disinvestment has left vacant and underutilized properties and limited types of commerce. The area is currently dominated by auto related businesses, such as repair shops and tire services. Adjacent to the corridors are impoverished neighborhoods affected by Southside's economic decline, including Blackwell, Oak Grove and Bellemeade, which also suffer from blight and deteriorating housing stock.

HC has identified an area generally known as **Northside** adjacent to the City limits near the Richmond Raceway. This area has been neglected as renewal has occurred in other parts of the region considered "hipper" neighborhoods. Historically part of the Westbrook Plantation owned by Major Lewis Ginter, the area was primarily agricultural through the 19th century, but Ginter began development with a plan to build a suburban community close enough to the City to be connected by trolley. Northside includes several diverse neighborhoods and encompasses areas north and east of I-95 and north and west of I-64. A portion of this area, the **Laburnum Gateway**, has been targeted as a primary redevelopment area in HC's latest Consolidated Community Development Action Plan for 2018-19.¹ Multiple small commercial sites are scattered through the area, including fast-food franchises, convenience stores, gas stations, and auto shops, as well as larger commercial parcels, all poised for redevelopment to provide opportunities for nearby disadvantaged residents.

¹Henrico County Community Development Action Plan, June 2018: https://henrico.us/assets/HenricoActionPlan_2018-19.pdf

While the City and HC focus on commercial sites within these target areas, p:H will utilize appropriate sites for affordable housing opportunities. As its core mission, p:H seeks to improve housing for senior and low-income residents in Central Virginia through construction of safe, affordable housing, large-scale home repairs for accessibility and energy efficiency, and revitalization of existing neighborhoods². As owner-operator of William Byrd Apartments, an 11 story, 104-unit affordable senior development, p:H hopes to expand their multi-family footprint. Several sites in the target areas provide key opportunities to facilitate larger scale developments to meet their stated mission.

1.a.ii. Description of the Priority Brownfields Sites: The City identified a total of 58 candidate sites for brownfields redevelopment in Southside through a study and inventory in 2018, facilitated by the City's most recent EPA grant (see **Section 1.b.i**). Of these sites, 5 were identified as catalyst sites, i.e., *vacant or abandoned properties with known or potential contamination whose redevelopment may spur other development due to their attributes (e.g., size, location, etc.)*. While many of the catalyst sites in this study are relatively small and better suited for retail, office, restaurant, service or similar uses, one priority site stands out as a significant opportunity at the southern end of the target area on JDH. This site is a former **multi-tenant strip shopping center** of around 138,000 SF built in the 1960's. With a large parking lot fronting JDH, it has been mostly vacant for almost 10 years with only one active tenant, a nail salon. Past tenants have included drug stores, hair salons, bookstores, a coin laundry, and various retail and office uses. The deteriorating site over 13-acres has easy access to JDH and an active freight line on its east side affording reuse for industrial purposes that would meet local need for jobs and potential to spur improvement of adjacent parcels.

A priority site in HC's Northside area is the former **Azalea Mall**, which opened in 1963 as the first enclosed mall in Richmond.³ It once housed department stores, restaurants, a variety of individual retail establishments, e.g., grocery store, pharmacy, dry cleaner, optometrist, photo development service, and a hardware store. Outparcels and satellite facilities included a garden center (extant), bowling alley, coin laundry, two banks, a gas station (extant), car wash, Jiffy Lube, and the Ginter Park Library (extant). After closing in 1995, the mall was demolished to the slab in 1998. Past options for redevelopment with the Ukrops (2000) and Martins (2005) grocery chains, have fallen through, and the property has lain dormant for 2 full decades. At almost 29 acres and mostly covered with crumbling asphalt, except for the 200,000 SF concrete footprint of the former mall, the site has become an easy target for vandals, trash and debris. Located just east of I-95 on Dumbarton Road at the City limits and adjacent to a continuing care retirement community of around 900 residents, the property has tremendous potential for commercial, residential or mixed uses.

p:H seeks to build its portfolio of senior and affordable housing by focusing on sites within the two target areas. One promising site in Southside, the old **Oak Grove Elementary School** on Ingram Avenue, still owned by Richmond Public Schools, has been vacant since 2014 when a new school was built a few blocks away. The old school site with roughly 5 acres includes an existing 2-story building originally constructed in 1975 and totaling over 39,000 SF, but the site is quickly deteriorating and has become a dumping ground and an eyesore for neighbors who are trying to maintain property values. p:H is considering undertaking a senior housing project at the site, which would fit well with the neighbors' ideas to convert the old school into a senior community and/or health center. Similarly, the former **Azalea Mall** site is well positioned for single- or multi-family residential use due to its size, location and visibility.

²Henrico Now, November 2017: <http://news.henrico.com/work/henrico-companies-give-back-to-projecthomes>

³Richmond Times Dispatch, October 2016: https://www.richmond.com/business/local/photo-gallery-richmond-s-dead-malls-azalea-mall/collection_41de0f42-ad5f-11e4-b396-bf7da13dc001.html

1.b.i. Redevelopment Strategy and Alignment with Revitalization Plans: On a regional basis, the **Richmond Comprehensive Economic Development Strategy (CEDS)**, prepared by the Planning District Commission, documents the region's overall economic growth perspective.⁴ The Richmond CEDS is a roadmap to diversify and strengthen the economy with a special focus on distressed areas. The latest CEDS update (2018) identifies both Southside and Northside as focus areas for infill development as a means to better utilize existing infrastructure without impacting limited urban greenspace assets, which are better suited for public and recreational purposes. As noted in **Section 1.a.ii**, the City facilitated a focused redevelopment study for Southside with assistance from the NJIT TAB. This **Jefferson Davis Corridor Assets and Needs Study**⁵ and an accompanying brownfields inventory were completed in 2018 as part of the City's previous EPA grant. The **Richmond City Master Plan**⁶ also includes strategies for Southside to preserve its residential nature and outlines ways to correct land use conflicts that have developed over time by creating appropriate buffers, e.g., mixed-use development, low impact commercial uses, between residential and industrial uses. To complement the Master Plan, the **Blackwell Neighborhood Revitalization Plan**⁷ addresses decline of this Southside neighborhood that directly results from the loss of its industrial employment base and proposes revitalization by increasing home ownership, creating or improving open space and parks, concentrating commercial uses along major corridors, and promoting light industrial uses in existing abandoned and vacant former industrial areas. The redevelopment of brownfield catalyst sites along JDH is consistent with the goals of these plans.

In 2016, HC recognized the need to devote more resources to Northside and the Laburnum Gateway to enhance both residential and commercial areas of this community and developed the **Laburnum Gateway Area Revitalization Initiative**. The area is known for a high incidence of code violations, vacant and/or deteriorating housing, low homeownership rates and commercial areas in need of revitalization.⁸ Efforts are ongoing to meet with businesses to encourage reinvestment in their properties. Residents and property owners play the most important role in the revitalization efforts as it is their community HC is working to enhance, through its Housing Repair and Rehabilitation Program and Volunteer Assistance Program. HC is also investing in public facilities in the vicinity, with a new library on Laburnum Avenue currently under construction and slated to open in Fall 2019.

1.b.ii. Outcomes/Benefits of Redevelopment Strategy: The 2014 Regional CEDS indicates the Richmond Region's population nearly doubled from 1970 to 2010 to over 1 million and is anticipated to increase another 50 percent by 2040 based on current growth estimates. More than half of the Region's existing renter households and 29% of homeowners are housing-burdened, meaning they spend 30% or more of their income on housing costs. The Region is also expected to need 4,700 new housing units each year, conservatively, including single/multi-family and rental options to meet affordable housing demands of the workforce of the future.⁹ Furthermore, both the City and HC must continue infill development to avoid further urban sprawl. Focusing on brownfields opportunities in the target areas will not only increase economic prospects for residents in adjacent neighborhoods but will also improve housing options for those most impacted by these sites.

⁴ Richmond Regional CEDS, 2018 Update: http://www.richmondregional.org/CEDS/CEDS_2018_Update.pdf

⁵ Jefferson Davis Corridor Assets and Needs Study, August 2018: <https://files.daa.com/dl/NBe3SETCqs>

⁶ Master Plan Richmond, November 2000: <http://www.richmondgov.com/PlanningAndDevelopmentReview/documents/MasterPlan/CitywideMasterPlan-UpdatedSept2017.pdf>

⁷ Blackwell Neighborhood Revitalization Plan, October 1996: <http://www.richmondgov.com/PlanningAndDevelopmentReview/documents/PlansOther/BlackwellNeighborhoodRevitalizationPlan-October1996.pdf>

⁸ Highland Springs & Laburnum Gateway Revitalization Initiative, March 2016: <https://henrico.us/revit/highland-springs-and-laburnum-area-revitalization-initiative>

⁹ Richmond Regional CEDS, 2014: http://www.richmondregional.org/CEDS/CEDS_2014_Update_LR.pdf

1.c.i. Resources Needed for Site Reuse: Through their **Economic Development Authorities (EDAs)**, the City and HC have incentives in place to encourage redevelopment at brownfields sites assessed through this program. As political subdivisions established by the Code of Virginia, EDAs are charged by their governing bodies to attract commercial and industrial enterprises that will best contribute to the economic wellbeing of the community and the preservation of its natural resources. EDAs can issue tax-exempt bonds to finance facilities and provide incentives to encourage redevelopment of existing businesses and sites, including grants for capital investments, local permitting and utility fee waivers, and assistance with expediting local review and permitting processes. HC's EDA also offers discretionary, performance-based agreements for significant new investment and job creation. The City's EDA has similar options for leveraging brownfields projects, as evidenced by its investment and support of Stone Brewing, located on a former brownfields site assessed through their 2013 EPA Brownfields Grant (See **Section 4.b.i**). Commercial corridors in the target areas are also designated Enterprise Zones offering additional incentives to encourage investment and job creation. Both localities are also entitlement communities and have worked extensively with p:H on multiple projects in the region. HC's strategy seeks to keep current homeowners in their homes with highest priorities assigned to assisting the elderly and disabled. Under its Moderate Rehabilitation Program, **administered for the County by p:H**, repairs, including lead abatement, of up to \$50,000 can be made to a home to bring it up to HUD standards. Over the last several years, HC has allocated over \$8 million for this purpose. Similarly, **p:H administers the City's owner-occupied repair program**, serving about 50 households per year with a \$600,000 annual budget. This p:H-City partnership has produced 28 affordable single-family homes since 2015 with 14 currently in development. These strategies provide assistance to those with very limited incomes and contribute to the maintenance and enhancement of neighborhoods where these homes are located.

1.c.ii. Both the City and HC have also previously received direct state leverage funding for brownfields from the **Virginia Brownfields Assistance Fund (VBAF)** and other state leverage funds are available for redevelopment, including the **Commonwealth's Opportunity Fund**, with grants to offset costs for acquisition, access, utility extensions/capacity improvements, construction, and/or job training, and the **Economic Development Access** and **Rail Industrial Access** programs that provide funds to construct roads and railroad tracks for economic development projects in Virginia.

1.c.iii. Use of Existing Infrastructure: The primary target areas have existing transportation and utility infrastructure in place for most redevelopment projects envisioned for these areas and priority sites, although some capacity upgrades or improvements may be necessary depending upon the proposed end use for particular sites. If necessary, the Coalition will address any infrastructure deficiencies and make improvements needed to facilitate impactful redevelopment.

2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT

2.a.i. The Community's Need for Funding: Although the Richmond Region as a whole performs better than the national average in terms of the percentage of people living in poverty, many areas, primarily the urban core, perform dramatically worse than average. In the latest Richmond Regional CEDS, neighborhoods in the Southside and Northside target areas are included in a group of "most distressed neighborhoods." According to the latest available 5-year American Community Survey (ACS) census estimates (2017)¹⁰ the population of the Southside target area is around 24,000, with

¹⁰ US Census Bureau, American Factfinder ACS 5-Year Estimates, DP05 (Selected Demographic and Housing Estimates) and DP03 (Selected Economic Characteristics) 2013-17:
https://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS_17_5YR_DP05&prodType=table
https://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS_17_5YR_DP03&prodType=table

minorities making up approximately 78% with African Americans at approximately 72% of the total population. MHI for this target area is \$31,991 with approximately 38% of the population living below the poverty level. Northside includes two of the most impoverished Census tracts in HC (2008.4 and 2008.5), both close to the former Azalea Mall and within primary redevelopment areas adjacent to the City limits. These two tracts include high rates of minority residents with approximately 81.6% and 91.7% African American, respectively. MHI of \$29,846 in Tract 2008.4 and \$26,399 in Tract 2008.5 are the lowest in HC, which has an overall MHI of \$66,447, just under MHI for the remainder of the state at \$68,766. A high number of residents (42.7% in Tract 2008.5) in Northside live below the poverty line. Clearly, these communities have very limited resources to facilitate meaningful improvements in the vicinity on their own, and addressing brownfields in anticipation of redevelopment will positively impact their wellbeing.

2.a.ii. Threats to Sensitive Populations

(1) Health or Welfare of Sensitive Populations: The threat or perceived threat of direct brownfields contamination in the identified target areas reduces marketability, contributes to blight and further disinvestment, attracts crime, and creates an impediment to economic development. These structures attract criminals looking to salvage scrap and squatters who inhabit vacant buildings, further destabilizing the neighborhood. Because of scattered debris, illegal dumping, and the danger of collapse, sites with abandoned structures are particular risks to children passing or playing in the neighborhood. Brownfield sites identified in the target areas are adjacent to or very near residents, including children, primarily in these minority and low-income neighborhoods.

(2) Greater Than Normal Incidence of Disease and Adverse Health Conditions: While past industrial uses of brownfields sites remain a top environmental concern in Richmond's urban neighborhoods, especially the target areas, other health issues are present as well. Neighborhoods in both target areas are densely populated and near major transportation routes, resulting in greater vehicle traffic and emissions contributing to asthma and other negative health effects. According to EPA's EJSCREEN tool,¹¹ in HC's Northside area, for example, the NATA Air Toxics Cancer Risk is in the 96th percentile, and the Respiratory Hazard Index is in the 95th percentile as compared to state indices. Residents in Southside are likewise at very high risk with older housing stock that tends to contain higher levels of lead-based paint and asbestos building materials that also have detrimental health impacts, particularly for children. EJSCREEN indicates around 63% of housing in Southside was constructed prior to 1960, greatly increasing the risk of lead and asbestos exposure.

(3) Economically Impoverished/Disproportionately Impacted Populations: Available data for the primary target areas show very high minority populations and very low-income disparities as noted in **Section 2.a**. Additionally, these areas suffer from a disproportionate number of brownfields sites as well as environmental justice issues. In Northside, for example, the highest concentration of public housing in the region, straddling both the City and HC, is located within the target area. The Richmond Redevelopment and Housing Authority (RRHA) serves nearly 10,000 residents in approximately 4,100 public housing units and, through the Housing Choice Voucher Program, also known as Section 8, provides housing assistance to nearly 3,000 families, a large percentage within the target areas. Significant waiting lists for public housing units are typical and indicate the need for shelter by low and low-to-moderate income residents. As a regional response to urgent housing needs, RRHA is pursuing transformation of some of the oldest units by turning several areas into new mixed-income neighborhoods including in the target areas.

¹¹ EPA's Environmental Justice Screening and Mapping Tool (Version 2018), Retrieved 01/08/19: <https://ejscreen.epa.gov/mapper/>

2.b.i. Community Involvement: Recognizing the importance of community involvement in the brownfields prioritization and redevelopment process, the Coalition will engage a citizen board from both Coalition communities to participate in the **Richmond Brownfields Redevelopment Advisory Group (Richmond BRAG)** and to advance a sustainable program for the entire region and will serve as brownfields ambassadors, advisors and a steering committee throughout the project, bringing their community vision and expertise in business, construction, health care, and real estate. Among the first tasks of the BRAG will be development of a **community involvement plan** to guide broader community support for the overarching goals of the program and engage affected stakeholders to better understand their needs, concerns, and interests related to the brownfields program. The purpose of this plan is to provide a voice for the broader community and a forum for those who may not be directly represented by the BRAG. Based on initial outreach efforts by the Coalition members, the following **Project Partners** have committed to participation in the program:

Partner Name	Point of Contact / Email / Phone	Specific Role in Project
Richmond Association of Realtors	Laura Lafayette / llafayette@rarealtors.com Phone: (804) 422-5000	Representation on Project Committees Marketing Liaison
Greater Richmond Chamber of Commerce	Kim Scheeler / kim.scheeler@chamberrva.com Phone: (804) 783-9333	Representation on Project Committees Marketing Liaison
Groundwork RVA	Rob Jones / rob@groundworkrva.org (confirm) Phone: (804) 321-2789	Representation on Project Committees Youth Liaison
Jefferson Davis Neighborhood Association	Charles Willis / willisentertainment@yahoo.com Phone: (804) 399-1111	Representation on Project Committees Southside Neighborhood Liaison

2.b.ii. Incorporating Community Input: Engaging impacted communities will be critical to a practical approach to identify redevelopment opportunities within the target areas. As with its previous grant cycles, the City will involve representatives of the neighborhoods most impacted by proposed redevelopment projects. During its most recent cycle, the City enlisted a stakeholder group that included representatives from DEQ and Groundwork RVA, a local youth organization, to identify assets and needs in Southside. Similar outreach efforts will be conducted in the Southside and Northside target areas and will include educational seminars, workshops and design charrettes intended to garner input on existing assets and redevelopment needs in the target communities. Core stakeholder groups will be formed in each area to include community organizations, property owners, and staff. Meeting flyers will be distributed/posted in the communities and emailed to appropriate parties, and all gatherings will be publicly advertised via local print and electronic media.

3. TASK DESCRIPTIONS, COST ESTIMATES AND MEASURING PROGRESS

Task Descriptions below define all grant funded activities, with 60% designated for hazardous and 40% for petroleum sites and include how estimated costs were derived. **Task Descriptions** are followed by an associated **Budget Table** and a **Summary Outputs Table** included in **Section 3.b**. Per **Section 4.a.ii**, all contractual activities will be conducted by a qualified contractor/consultant.

3.a. Description of Tasks and Activities

Task 1: Cooperative Agreement Oversight and Community Engagement – Total \$40,000
\$7,500 Travel+\$2,500 Supplies+\$30,000 Contractual (\$24,000 Hazardous / \$16,000 Petroleum)

Cooperative Agreement Oversight includes activities integral to achieving the purpose of the grant, e.g., program development, project oversight, administration, performance monitoring and reporting, and attending conferences. While these programmatic activities are eligible for reimbursement, they will be conducted in-kind by staff at an estimated \$15,000 (\$5,000 average

per year). Grant eligible direct (reimbursable) costs include a travel budget of \$7,500 for two or more staff representatives to attend up to three conferences, including EPA National and Region 3 Brownfields Conferences and state conferences during the project period. Direct costs for advertisement of public meetings and community events and printing of related project materials (site brochures, posters, maps, etc.) are budgeted at \$2,500 (\$833 average per event). Contractual costs include consultant reporting assistance estimated at \$12,000 (\$4,000 per year) for preparing quarterly and annual status reports and entering/updating site information in ACRES. Contractual costs for **Community Engagement** are estimated at \$18,000 (\$6,000 per year) and include technical assistance to maintain interaction with stakeholders and the community throughout the project. Primary activities include (1) developing news releases for local media and content for special brownfields pages for Coalition member websites to provide project updates, post reports and summaries of findings, and cite success stories; (2) preparing educational and outreach materials describing the program and its benefits to property owners, developers and citizens; and (3) facilitating public informational meetings approximately once per year per member locality (9 total). Estimated in-kind expense of \$12,000 (\$4,000 per year) for Community Engagement Activities includes staff time to coordinate and participate in stakeholder and community meetings.

Task 2: Brownfields Inventory Mapping / Database, Preliminary Site Characterization, Eligibility Determinations, Prioritization and Access Coordination
Total \$25,000 Contractual (\$15,000 Hazardous / \$10,000 Petroleum)

The Coalition will begin the program with preparation of a brownfields inventory and database for sites in both localities. Properties will be compiled, characterized, and prioritized, and a pool of sites will be selected for assessment. The number of sites chosen will depend upon access considerations and assessment costs. No assessments will be conducted prior to confirming eligibility with EPA, and, when applicable, with DEQ for petroleum sites. In-kind staff expenses are estimated at \$12,000 (\$4,000 per year) to oversee this task and coordinate access with private property owners.

Task 3: Environmental Site Assessments (ESAs)
Total \$356,000 Contractual (\$213,600 Hazardous / \$142,400 Petroleum)

Upon receiving eligibility determinations and access from property owners, consultants will conduct approximately 10 Phase I ESAs for hazardous and 8 Phase I ESAs for petroleum sites. The number of ESAs within each locality will be determined during the inventory process and in accordance with the Coalition's MOA developed prior to start of the project per **Section 4.a.i**. ESAs will be compliant with ASTM E1527-13, which meets EPA's latest All Appropriate Inquiry standard. Time and costs for completion of Phase I ESAs are contingent upon many factors, e.g., property size, existing improvements, past uses, and extent of known or suspected Recognized Environmental Conditions (RECs). Approximately 6 Phase I ESAs will be completed per year with all being completed within 24 to 30 months of site selection at an average unit cost of \$5,000 per assessment, which is typical for the industrial and commercial properties anticipated. Based on Phase I ESA results, sites will be evaluated to determine which require Phase II ESAs, which will include (a) project planning activities, e.g., generic Quality Assurance Project Plan (QAPP) and site specific Health and Safety Plans (HASPs), and Sampling and Analysis Plans (SAPs); (b) soil and groundwater sampling; (c) lab analyses; and (d) summary reports with recommendations for further action, if warranted. The Coalition expects to complete 6 Phase II ESAs (3 Hazardous and 3 Petroleum) within 24 to 30 months of site selection. Based on experience with similar properties, contractual costs will average \$40,000 per Phase II ESA (6) and \$2,000 per project plan (13). Estimated in-kind commitment of \$12,000 per year (\$36,000 total) includes staff time to coordinate with consultants and owners, oversee/monitor assessments, and review results/reports prior to EPA submittal.

Task 4: Preliminary Planning for Remediation and Redevelopment
\$180,000 Contractual \$108,000 Hazardous / \$72,000 Petroleum)

For some sites selected for Phase II ESAs, preliminary remediation plans will be prepared to review alternatives for further environmental investigation and/or remediation. Preliminary cost estimates for alternatives and reports will be prepared and coordinated with EPA and DEQ for proposed remedial actions. Staff and consultants will also work with community stakeholders in each locality to conduct preliminary area-wide or site-specific redevelopment planning for selected target areas and/or individual properties to explore best reuse and economic potential of assessed sites. This will include marketing/feasibility studies, master plans and conceptual development plans for target areas and specific sites. A total of 6 Remediation/Redevelopment Plans are anticipated at an average contractual cost of \$30,000 per plan. Coordination with EPA and DEQ, informing citizens of site findings, and gathering input for redevelopment plans will be provided by staff on an in-kind basis at approximately \$3,000 per plan (\$18,000 total). **NOTE: Planning Task budget of \$180,000 represents 30% of the total grant budget as indicated on Richmond's Other Factors Checklist.**

3.b. Cost Estimates and Outputs: *Task Descriptions* above include how estimates were derived for each task and were developed to achieve the goal of completing 18 Phase I ESAs; 6 Phase II ESAs, including associated quality assurance and work plans; and 6 remediation/redevelopment plans within the 3-year project period. The **Project Budget Table** below includes direct costs for travel, supplies and contractual assistance. Coalition members will provide in-kind services, including administration, coordination and product reviews, and will supplement expenses for communication materials, advertisement, and other community involvement activities through their department budgets if needed. The number of sites assessed per locality will be established prior to the start of the program through the Coalition's MOA described in **Section 4.a.i.** and will be consistent with the **Project Outputs Summary** that follows the budget.

PROJECT BUDGET TABLE

TASK ➡ CATEGORY ↓	1 Oversight / Community Engagement	2 Inventory / Prioritization / Access	3 Environmental Site Assessments (ESAs)*	4 Remediation / Redevelopment Planning	TOTAL
Travel	\$7,500	\$0	\$0	\$0	\$7,500
Supplies	\$2,500	\$0	\$0	\$0	\$2,500
Contractual	\$30,000	\$24,000	\$356,000	\$180,000	\$590,000
SUBTOTAL	\$40,000	\$24,000	\$356,000	\$180,000	\$600,000
Hazardous Sites	\$24,000	\$14,400	\$213,600	\$108,000	\$360,000
Petroleum Sites	\$16,000	\$9,600	\$142,400	\$72,000	\$240,000
GRANT TOTAL	\$40,000	\$24,000	\$356,000	\$180,000	\$600,000

*Includes Phase I & II ESAs, Work Plans (QAPP, HASPs, SAPs)

PROJECT OUTPUTS SUMMARY

TASK	DESCRIPTION	CATEGORY	BUDGET	AVERAGE	PER	ANTICIPATED OUTPUTS
1	Cooperative Agreement Oversight & Reporting	Contractual	\$12,000	\$4,000	Year	Quarterly Reports (4 / Year), Annual Reports (3), Property Profile Forms / ACRES Entries (18)
1	Community Involvement	Contractual	\$18,000	\$6,000	Year	Meetings (1 / Member / Yr = 9), Program Brochures (3), Media Releases (6), Web Content
1	Travel	Direct	\$7,500	\$2,500	Event	Conferences (3) for 2-3 Staff, depending on event location
1	Supplies	Direct	\$2,500	\$833	Event	Advertisement, Printing (1 Community or Site Event per Locality)

PROJECT OUTPUTS SUMMARY (CONTINUED)

TASK	DESCRIPTION	CATEGORY	BUDGET	AVERAGE	PER	ANTICIPATED OUTPUTS
2	Inventory/Database/ Site Prioritization/Eligibility	Contractual	\$24,000	\$8,000	Year	Site Inventory Map/Database (1); Site Eligibility Forms and/or Updated Forms (30)
3	Phase I ESAs	Contractual	\$90,000	\$5,000	Site	Phase I ESA Reports (18)
3	Phase II ESAs	Contractual	\$240,000	\$40,000	Site	Phase II ESA Reports (6)
3	Quality Assurance Plans	Contractual	\$26,000	\$2,000	Plan	Phase II ESA Planning Documents including generic QAPP (1), HASPs (6) and SAPs (6)
4	Site Remediation & Redevelopment Plans	Contractual	\$180,000	\$30,000	Plan	Site Specific Remediation / Redevelopment Plans and/or Area Planning Documents (6)
GRANT TOTAL			\$600,000			

3.c. Measuring Environmental Results: Establishing and tracking performance metrics will allow the Coalition to implement, assess and communicate progress toward program goals and to determine if implementation is producing the desired return on investment. To maintain steady progress throughout the grant period, consultants will prepare *monthly reports keyed to a master plan* prepared in compliance with the City's Cooperative Agreement Work Plan to summarize activities, e.g., milestones achieved, issues encountered, budget and schedule updates. These will be used to gauge progress, communicate with constituents and prepare performance reports meeting requirements of the Cooperative Agreement. Applicable site information will be regularly entered in *EPA's ACRES database*, and Richmond will provide ongoing and post-grant information describing outcomes and benefits of the funding, including additional funds leveraged, jobs created, acres made ready for redevelopment, and tax revenue generated as a result of the program.

4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE

4.a.i. Organizational Structure: For **Administrative Experience**, **Christopher Yenson, Project Development Manager** in the City's Department Housing & Community Development (DHCD) since 2014, will bring over 13 years of experience as a planner and administrator to maintain oversight of the project as **Authorized Organization Representative (AOR)**. Taking over as Brownfields Program Administrator in 2017, Chris will continue to manage and coordinate assessment and planning activities to ensure the project is completed according to EPA requirements. With a bachelor's degree in sociology from JMU and Master of Public Administration from VCU, Chris will combine administrative expertise with strong communications skills and economic development experience to initiate and maintain contacts with property owners, developers/prospects, Coalition members and community partners. Chris will also plan and implement strategies, coordinate program events, develop and deploy marketing materials, and interface with media on behalf of the Coalition. For **Technical Experience**, **Daniel Mouer, Project Development Manager** at DHCD since 2007, brings over 19 years of experience as a planner, manager, and administrator. Dan is responsible for conducting environmental reviews of all federally funded City projects. **Denise Lawus, DHCD Interim Director** will serve as lead for **Financial Experience**, with over 30 years' experience. Denise is responsible for managing budgets, invoicing, program administration, accounts payable, general ledger, banking and reconciliations, and management of finance staff for the department.

Upon award of the Cooperative Agreement, the City will convene Coalition representatives to establish *a governance/decision-making structure and prepare a Memorandum of Agreement*

(MOA), through which members will agree upon mechanisms and processes for implementation, e.g., stakeholder representation, outreach activities, redevelopment priorities, site selection criteria, and number of sites to be assessed per locality, to ensure equitable distribution of funds.

4.a.ii. Acquiring Additional Resources: The City will rely on a qualified outside contractor with appropriate expertise and resources to carry out the technical aspects of its Brownfields Program. For **contractor selection and procurement**, the City will follow its competitive negotiation policies and procedures to obtain high quality professional services at reasonable cost, which will be conducted in a fair and impartial manner in compliance with Federal Code 40 CFR 31.36 and the Virginia Public Procurement Act (VA Code, Chapter 43, Title 2.2). Beginning with advertisement of a request for qualifications and proposals for professional services, followed by interviews with top candidates if needed, staff will score applicants and make recommendations to City Council for approval to negotiate a contract with a qualified candidate. Applicable EPA solicitation clauses will be incorporated into the City's solicitation and final contract executed with the selected contractor.

4.b.i. City of Richmond Has Received Multiple EPA Brownfields Grants: Richmond has focused on brownfields for over 20 years with a total of five EPA Brownfields Assessment Grants, beginning with a pilot program grant in 1995 followed by additional grants in 1997 (RLF), 2004, 2006, and in 2013.

(1) Accomplishments: Most recently, the City was selected in 2013 for two community-wide assessment grants of \$200,000 each for hazardous and petroleum sites. Funds were used to facilitate 24 Phase I and 13 Phase II ESAs and related administrative, community engagement, inventory and planning and activities. Of the sites assessed utilizing this funding, approximately 105 acres have been assessed, redeveloped and/or returned to productive use. One showcase site from this grant cycle, Stone Brewing Company is without rival. With over \$24 million in private investment and 62 jobs created to date, Stone expanded to Richmond in early 2016 with an initial craft beer production facility and tasting room and plans to construct a full production brewery, packaging hall, restaurant, retail store and offices for its east coast operations, ultimately employing more than 288 people.¹²

(2) Compliance with Grant Requirements: The City's most recent EPA Assessment grants (2) were originally awarded in 2013 but were granted extensions in 2016 and 2017. The first of these extensions was necessary due to delays related to procurement of qualified professionals. The original work plan allowed the City to coordinate with multiple consultants for technical activities (Phase I and II ESAs and associated planning documents), essentially, bidding each assessment activity separately, which delayed the process considerably. For the currently proposed grant, the City intends to procure a single contractor to coordinate all approved grant activities to avoid similar delays. Additionally, the original AOR for the 2013 project retired in mid-2017, and the program was adjusted with new personnel for the second extension. In July 2017, Chris Yenson, the current AOR, began facilitating programmatic changes in consultation with the City's EPA project manager, Stephanie Branche, to streamline processes toward successful completion by the required close-out date of September 30, 2018. All required quarterly and final reports, including MBE/WBE and Federal Financial Reports, and reimbursement requests were submitted for final closeout on time. Final site packages have been submitted through ACRES and approved for all sites assessed as part of this program. A small balance for each of these grants remained after closeout (\$312.36 Hazardous/\$2,446.36 Petroleum), which were not expended when actual contractual costs came in less than originally estimated for final project tasks and time ran short for submitting new requests to expend remaining funds within the extended program deadline.

¹²Richmond Times Dispatch, April 2014: https://www.richmond.com/food-drink/richmond-is-getting-stone-brewing-co-and-a-restaurant-too/article_eedf9ccc-b12c-11e3-bc92-0017a43b2370.html

City of Richmond, Virginia on Behalf of
A Coalition of City of Richmond, Henrico County, and project:HOMES
PROPOSAL FOR USEPA'S COMMUNITY-WIDE BROWNFIELDS COALITION ASSESSMENT GRANT
RFP NO. EPA-OLEM-OBLR-18-06 / CFDA NO. 66.818
Section III.A. – Threshold Criteria
January 31, 2019

1. Applicant Eligibility

The City of Richmond is the capital of Virginia and among America's oldest cities. Originally incorporated by the Commonwealth of Virginia as the county seat of Henrico County, Richmond has been considered an independent city since 1871. The City is submitting this proposal as lead agency and grant applicant on behalf of the three eligible entities:

- City of Richmond, a **General Purpose Unit of Local Government** incorporated in 1742
- Henrico County, a **General Purpose Unit of Local Government** incorporated in 1634
- project:HOMES, a **501(c)3 nonprofit organization** incorporated in 1992

All coalition members have affirmed their agreement to be part of the coalition. See **Threshold Criteria Attachments** for copies of their letters of confirmation to apply for funding.

2. Community Involvement

The Coalition will engage a citizen board made up of members from each Coalition community to participate in the **Richmond Brownfields Redevelopment Advisory Group (Richmond BRAG)**, which will advance a sustainable brownfields redevelopment program for the entire region and will serve as brownfields ambassadors, advisors and a steering committee throughout the project, bringing their community vision and expertise in business, construction, health care, housing and real estate. The community involvement and communications component of the proposed brownfields assessment program, which is described in greater detail in the Coalition's narrative proposal **Section IV.E.2 – Community Need and Community Engagement**, includes (1) regular team meetings, (2) project updates at advertised public meetings, particularly at meetings and work sessions of the elected bodies of each Coalition locality, (3) maintaining a brownfields project information section on the Coalition members' websites, (4) preparing printed materials, e.g., program brochures, and media releases to disseminate project updates and program success stories. The Coalition will also extend its outreach efforts to include opportunities for citizens to provide input and review project deliverables, especially remediation and redevelopment plans, through presentations to local business and civic organizations and through small group and neighborhood meetings, open house events and planning charrettes, facilitated by the BRAG, staff, and consultants, to allow a broad range of community perspectives.

3. Expenditure of Assessment Grant Funds

Not Applicable: The applicant affirms it does not have an active EPA Brownfields Assessment Grant.



COMMONWEALTH OF VIRGINIA
COUNTY OF HENRICO

January 25, 2019

John A. Vithoukas
County Manager

Mr. Christopher T. Yenson
Project Development Manager
City of Richmond
Department of Economic & Community Development
1500 East Main Street, Suite 400
Richmond, VA 23219

RE: FY 2019 EPA Community-Wide Brownfields
Assessment Grant Proposal

Dear Mr. Yenson:

Henrico County is pleased to join with the City of Richmond and project:HOMES, a 501(c)3 organization, to form the Richmond Brownfields Coalition for the purpose of submitting an application for a FY 2019 EPA Community-Wide Brownfields Assessment Grant. We hereby affirm that, as a political subdivision and unit of local government, we are an eligible entity for this funding. We further endorse and support your submittal of this application on our behalf and agree that the City of Richmond will be the primary applicant and lead member of this Coalition who will continue to serve as project manager if we are selected for this program. Henrico County also confirms we will not submit a separate application under the current EPA solicitation.

We believe strongly that economic development is vital to our growth and sustainability. We believe the appropriate reuse of existing properties can spur development and economic growth. Together, with other regional partners, Henrico has supported economic growth through successful projects such as GRTC's Pulse BRT. The Pulse provides faster commute times to multiple re-developed brownfield sites such as Westwood and Rockett's Landing. Henrico's regional cooperation efforts over the years have allowed citizens in our communities to have cost-effective utilities, recreational opportunities, and improvement to housing and telecommunications. We are pleased to continue these long-standing partnerships. Henrico County looks forward to participating in the Richmond Brownfields Coalition to achieve our collective goals of redeveloping underutilized properties for economic development opportunities.

Sincerely,

John A. Vithoukas
County Manager

Pc: Deputy County Manager for Community Development
Executive Director, Economic Development

January 17, 2019

Mr. Christopher T. Yenson, Project Development Manager
City of Richmond Department of Economic & Community Development
Main Street Station
1500 East Main Street, Suite 400
Richmond, VA 23219

RE: FY 2019 EPA Community-Wide Brownfields Assessment Grant Proposal

Dear Chris:

project:HOMES is pleased to join with the City of Richmond and Henrico County to form the Richmond Brownfields Coalition for the purpose of submitting an application for an FY 2019 EPA Community-Wide Brownfields Assessment Grant. We hereby affirm that we are a 501(c)3 nonprofit organization incorporated by the Commonwealth of Virginia in 1991, and are, thus, an eligible entity for this funding. We endorse and support your submittal of this application on our behalf and agree that the City of Richmond will be the primary applicant and lead member of this Coalition and will continue to serve as project manager if we are selected for this program. project:HOMES further confirms we will not submit a separate application under the current EPA solicitation.

As you know, through our core mission of *Improving lives by improving homes*, we focus on the housing and living conditions of Central Virginians through the construction of high quality affordable housing, large-scale home repairs, and greater accessibility and energy efficiency for existing homes. We believe strongly that improving neighborhoods through the preservation and production of affordable housing is a crucial component for our regional growth and sustainability and that the appropriate adaptive reuse of existing properties is an effective strategy to accomplish this goal. We have successfully demonstrated ongoing relationships with both regional partners through several successful projects focused on neighborhood revitalization and housing improvements for families and individuals in need. Our joint initiatives have resulted in efficient, affordable housing throughout the greater Richmond area. We are pleased to continue this long-standing partnership with you and look forward to participating in the Richmond Brownfields Coalition to achieve our collective goals.

Sincerely,



Lee Householder, President and CEO

Cc: Bill Poole, Chair, project:HOMES Board of Directors

**CITY OF RICHMOND, VA
PROPOSAL FOR USEPA'S COMMUNITY-WIDE BROWNFIELDS
COALITION ASSESSMENT GRANT
RFP NO. EPA-OLEM-OBLR-18-06 / CFDA NO. 66.818
January 31, 2019
Attachment 2 for SF424 Submittal**

CONGRESSIONAL DISTRICTS OF PROGRAM/PROJECT

1. City of Richmond, Virginia – VA-04
2. Henrico County, Virginia – VA-04 and VA-07

Application for Federal Assistance SF-424

* 1. Type of Submission:

- ☐ Preapplication
☒ Application
☐ Changed/Corrected Application

* 2. Type of Application:

- ☒ New
☐ Continuation
☐ Revision

* If Revision, select appropriate letter(s):

* Other (Specify):

* 3. Date Received:

01/28/2019

4. Applicant Identifier:

5a. Federal Entity Identifier:

USEPA

5b. Federal Award Identifier:

State Use Only:

6. Date Received by State:

7. State Application Identifier:

8. APPLICANT INFORMATION:

* a. Legal Name:

City of Richmond Virginia

* b. Employer/Taxpayer Identification Number (EIN/TIN):

54-6001556

* c. Organizational DUNS:

0031338400000

d. Address:

* Street1:

1500 E Main Street

Street2:

Suite 400

* City:

Richmond

County/Parish:

* State:

VA: Virginia

Province:

* Country:

USA: UNITED STATES

* Zip / Postal Code:

23219-3571

e. Organizational Unit:

Department Name:

Housing/ Community Development

Division Name:

f. Name and contact information of person to be contacted on matters involving this application:

Prefix:

Mr.

* First Name:

Christopher

Middle Name:

* Last Name:

Yenson

Suffix:

Title:

Project Development Manager

Organizational Affiliation:

City of Richmond

* Telephone Number:

804-646-6372

Fax Number:

804-646-6358

* Email:

christopher.yenson@richmondgov.com

Application for Federal Assistance SF-424

* 9. Type of Applicant 1: Select Applicant Type:

C: City or Township Government

Type of Applicant 2: Select Applicant Type:

Type of Applicant 3: Select Applicant Type:

* Other (specify):

* 10. Name of Federal Agency:

Environmental Protection Agency

11. Catalog of Federal Domestic Assistance Number:

66.818

CFDA Title:

Brownfields Assessment and Cleanup Cooperative Agreements

* 12. Funding Opportunity Number:

EPA-OLEM-OBLR-18-06

* Title:

FY19 GUIDELINES FOR BROWNFIELDS ASSESSMENT GRANTS

13. Competition Identification Number:

Title:

14. Areas Affected by Project (Cities, Counties, States, etc.):

1237-01 - 19 0124 - Richmond - SF424 - Atta

Add Attachment

Delete Attachment

View Attachment

* 15. Descriptive Title of Applicant's Project:

USEPA Community-Wide Brownfields Coalition Assessment Program

Attach supporting documents as specified in agency instructions.

Add Attachments

Delete Attachments

View Attachments

Application for Federal Assistance SF-424**16. Congressional Districts Of:*** a. Applicant * b. Program/Project

Attach an additional list of Program/Project Congressional Districts if needed.

17. Proposed Project:* a. Start Date: * b. End Date: **18. Estimated Funding (\$):**

* a. Federal	<input type="text" value="600,000.00"/>
* b. Applicant	<input type="text" value="0.00"/>
* c. State	<input type="text" value="0.00"/>
* d. Local	<input type="text" value="0.00"/>
* e. Other	<input type="text" value="0.00"/>
* f. Program Income	<input type="text" value="0.00"/>
* g. TOTAL	<input type="text" value="600,000.00"/>

*** 19. Is Application Subject to Review By State Under Executive Order 12372 Process?**

- ☐ a. This application was made available to the State under the Executive Order 12372 Process for review on .
- ☐ b. Program is subject to E.O. 12372 but has not been selected by the State for review.
- ☒ c. Program is not covered by E.O. 12372.

*** 20. Is the Applicant Delinquent On Any Federal Debt? (If "Yes," provide explanation in attachment.)**☐ Yes ☒ No

If "Yes", provide explanation and attach

21. *By signing this application, I certify (1) to the statements contained in the list of certifications and (2) that the statements herein are true, complete and accurate to the best of my knowledge. I also provide the required assurances** and agree to comply with any resulting terms if I accept an award. I am aware that any false, fictitious, or fraudulent statements or claims may subject me to criminal, civil, or administrative penalties. (U.S. Code, Title 218, Section 1001)**

☒ ** I AGREE

** The list of certifications and assurances, or an internet site where you may obtain this list, is contained in the announcement or agency specific instructions.

Authorized Representative:

Prefix: * First Name:

Middle Name:

* Last Name:

Suffix:

* Title: * Telephone Number: Fax Number: * Email: * Signature of Authorized Representative: * Date Signed: